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ABSTRACT

The second of three related monographs resulting from a Unesco regional literacy workshop in Asia, this booklet provides information useful to those administering national programs in literacy training in underdeveloped and developing nations. The introduction discusses the reasons why an effective administration machinery for literacy and adult education is necessary. The remaining portion of the booklet discusses the following areas of literacy program administration: (1) mobilization of support for literacy and adult education, (2) policy framework of administration, (3) components of administration, (4) organizational and administrative structure, (5) administrative process, (6) decision making in administration, and (7) issues in the staffing of literacy and adult education programs. The booklet concludes with a list of references. (HTH)

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Planning, Administration and Monitoring in Literacy

Portfolio of Literacy Materials
Monograph Series Series 2

Administration of Literacy Programmes

2

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PREFACE

One of the common problems in the organization of the national literacy training programmes is the lack of training materials on various aspects of literacy activities.

To help meet the need, the Unesco Regional Office for Education in Asia and the Pacific is bringing out a series of monographs based on the materials and experiences generated at the Regional Literacy Workshops which have been organized by the Unesco Office over a period of time.

The first series comprised four monographs and were based on documents and deliberations of the Regional Literacy Workshop on Curriculum, Motivational, Instructional and Follow-up Materials held in Udaipur, (India) on 29 November – 20 December 1979.

The present monographs form the second series and are based on the documents presented by the participants at the Regional Literacy Workshop on Planning, Administration and Monitoring held in Ho Chi Minh City (Viet Nam) on 25 April to 7 May 1980.

The second series include the following:

1. Planning of Literacy Programmes
2. Administration of Literacy Programmes
3. Monitoring of Literacy Programmes

The monographs draw upon the experiences of seven participating Member States and provide information and experiences which may be found useful to those who have to design and carry out training programmes in literacy. It is to be hoped that they will also serve to start off discussion and dialogue among the literacy workers on such important topics as planning, administration and monitoring in literacy and to share practical experiences on them.

The literacy workers in the Member States are invited to send their comments and suggestions on the monographs so that the monographs may be revised and improved in subsequent editions.

ACKNOWLEDGEMENTS

This monograph on Administration of Literacy Programmes is based on the documents presented at a Regional Workshop on Planning, Administration and Monitoring held in Ho Chi Minh City (Viet Nam) from 25 April to 7 May 1980. The Report of the Workshop has been published separately.

The Unesco Regional Office for Education in Asia and the Pacific, Bangkok wishes to thank Mr. Marcos Ramos, the consultant for the Workshop, for his contribution to the preparation of this monograph.

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ADMINISTRATION OF LITERACY PROGRAMMES

Introduction

One of the main concerns of the Regional Literacy Workshop* held in Ho Chi Minh City, (Viet Nam), from 25 April to 7 May 1980 was the administration of literacy and adult education in Asia and the Pacific. The Workshop recognized that administration is important because, if properly carried out, if can contribute immensely to the effective implementation of the literacy and adult education programme.

Administration may be defined in many ways depending on the activity or enterprise that is to be administered. For the purpose of this monograph, administration refers to the 'total process through which appropriate human and other resources are made available and effective for accomplishing the purpose of an enterprise'

In literacy and adult education, administration is the process of effective mobilization and utilization of all resources, both human and material, to ensure the efficient implementation of the literacy and adult education programme.

There are many reasons why an effective administrative machinery for literacy and adult education is necessary. Some of these are as follows:

1. In all the countries of the region, most especially in the countries which have a very high percentage of illiteracy, high priority is being given to the literacy and adult education programme. In a few countries, while the rate of illiteracy is gradually decreasing, the absolute number of illiterates is increasing. This necessitates the organization of more literacy classes and the increase of personnel to handle the classes. The additional personnel as well as those already in the programme need to be given continuous training. All these require an effective machinery of administration that can ensure the proper organization of literacy classes and the training of the personnel who will handle and supervise the classes.

2. There is an increasing trend to relate literacy and adult education to national development in view of the recognition that a literate society can contribute more than an illiterate society to social and economic progress. In order to relate the literacy programme more closely to development, a strong administrative system is required.

3. As more interest is generated in favour of literacy and adult education, more agencies and organizations, both government and non-government, are being involved in the programme. An effective administrative system is needed to ensure co-ordination of efforts and collaboration among these agencies.

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* The report of the Workshop has been published separately by UNESCO (Bangkok).

4. In view of the expansion of the literacy and adult education programme, there is a greater need than before to mobilize unused and under-utilized community resources for the programme. A well organized administrative system can help greatly in mobilizing and utilizing such resources for the benefit of the literacy and adult education programme.

5. In the past, when literacy and adult education programmes were limited to small projects or activities of not very great importance, administration was simple and handled at a relatively low level. But as the literacy and adult education programmes have expanded and been given national priority, administrative needs have also grown proportionately and, therefore, administration should be strengthened at the national, sub-national and grass roots levels.

Mobilization of support for literacy and adult education

The participants of the Ho Chi Minh City Workshop paid a great deal of attention to the problems involved in harnessing support for literacy and adult education. It was felt that solutions need to be sought in four directions, namely: strong leadership support; adequate motivation of learners; active participation of learners in programme planning and implementation; and effective co-ordination.

(a) *Strong leadership support*

The need for strong leadership support was highlighted by the consideration that the criteria used in conventional educational planning for the allocation of funds operated against the needs and interests of literacy and adult education. Conventional educational planning was in the main responsive to such factors as social demand, manpower needs, and cost effectiveness, and in the resulting scheme of priorities literacy and adult education occupied a low profile. The greatest pressure was for the expansion of facilities in the formal educational system with an escalating social demand that was all too powerful to resist. In comparison, the social demand for literacy and adult education was negligible or even non-existent. Such manpower needs as manifested themselves as a concern for education lent themselves more to satisfaction through the formal educational system than through programmes of literacy and adult education. As for cost-effectiveness, in the absence of any hard evidence from such marginal programmes of literacy and adult education that did exist, reliance continued to be placed on formal education. Consequently, it is not a matter for surprise that literacy and adult education is low in the scale of priorities for the allocation of funds.

The experience of some countries of Asia is that this state of affairs can be remedied when national leaders realize the potential role of literacy and adult education for political socialization and for mobilizing the masses for economic development. These two objectives are valid in their own right, and independent of each other so that even in countries where the need for political socialization does not exist, the urgency for economic development provides sufficient justification for allocating adequate funds to literacy and adult education, and giving the programmes a high visibility, when the leadership becomes convinced of their potential.

(b) *Adequate motivation of learners*

The motivation of learners is an essential requirement for the success of programmes, and such success could in turn lead to enhanced demand, visibility, and funding. Motivation can be whipped up by mass movements with an ideological basis, or by a charismatic leadership. But at a more mundane level, what would motivate the individual is the perception of the immediate benefits that accrue from literacy and adult education programmes from the point of view of improving the quality of life of the individual and his/her family. The relevance of programmes, from the angle of socio-economic benefits is an all important consideration. At the same time, sight should not be lost of the fact that education is only a sub-system of the social system and that educational programmes need to be supported by responses from the remaining sectors of the social system. For example, the development of occupational skills can make a significant difference to the quality of life of an individual only if the skills are appropriately rewarded in monetary terms. Slogans and certificates have their uses, but they are marginal in comparison with tangible economic incentives such as gaining satisfying employment or obtaining higher incomes as a result of the participation in literacy and adult education programmes.

(c) *Active participation of learners in programme planning and implementation*

The participation of learners in programme planning and execution is invaluable from more than one standpoint. First of all, it serves as a psychological mechanism to enhance the motivation that has been generated by the perception and the enjoyment of tangible economic rewards. Secondly, the participation of learners adds to programmes such important dimensions as relevance to local conditions, sensitivity to leaner's interest, flexibility for change with a minimum of delay in response to emergent needs, and finally improvements to the management of programmes as a result of immediate feedback. The concept of participation should be broadened so as to encompass an ever-widening area of responsibility. Learners in one context or one activity could be teachers in another context of activity, so that they are not only beneficiaries but also benefactors. To cite a simple example, an illiterate carpenter could receive instruction in literacy from a high school teacher, and in turn instruct the latter in carpentry so that he develops carpentry as a hobby. The ideal to be aimed at is a learning society in which every individual is simultaneously a life-long learner, continually requiring knowledge and skills from others in ever broadening and deepening areas of interests (intellectual, vocational, cultural, recreational, aesthetic, spiritual etc.), and a life-long teacher dedicated to imparting to others such knowledge or skills as he/she possesses.

(d) *Effective co-ordination*

Many agencies and organs of the central government reach the local level with programmes that are welfare oriented, with an information-education-communication component also included in them. There are also local government bodies and their constituent units operating at the local level with programmes which have a similar focus. In addition to these, there are innumerable private agencies and volunteer groups dedi-

cated to work for the betterment of human life. Some of these latter agencies and groups are centrally organized and have a nation-wide coverage, while there are others which are essentially regional or local. Even if the multifarious programmes operated by these various agencies cannot be co-ordinated in their entirety as would be ideal from the point of view of integrated community development, at least their information-education-communication components can be co-ordinated so that they are mutually supportive. Mechanisms for bringing about such co-ordination should be established at all possible levels, including most of all the grass-roots level because it is at this level that the co-ordination could have a real impact on the community. Co-ordination should not be interpreted to mean a superordinate-subordinate relationship in which one Ministry/agency conceives of its role as being dominant, and seeks to impose its will on others. That would be the surest way of making co-ordination inoperative or ineffective. Co-ordination can be most successfully carried out in the spirit of a co-operative endeavour, in which the participants regard themselves as equals who have come together to work out and implement the best means of utilizing the financial, personnel, and other resources to promote the welfare of the communities they serve. Access to resources should not be a means of requiring power or empire building, but should instead heighten the sense of dedication to contributing effectively to the amelioration of human suffering and the betterment of human life.

In discussing co-ordination, it is important not to overlook the role of mass media. Their potential to support development efforts in general, and adult and literacy education programmes in particular, is unlimited and every effort should be made to harness them. The editors and columnists of newspapers and magazines, the writers and artists who prepare comic books and strips, script writers and producers of radio and television programmes have a very real expertise in communication skills that could, with some effort, be harnessed in support of development, and literacy and adult education programmes. Media personnel should be included in committees that are set up to effect co-ordination, so that they also become committed 'insiders' in the literacy and adult education movement.

Policy framework of administration

The administration of literacy and adult education in any country is generally guided by the stated policies of the concerned governments. These policies may be contained in legal documents such as the Constitution and Presidential decrees as in the case of the Philippines. They may be embodied in short-term or long-term national development plans as in the case of the Philippines, Bangladesh, India, Indonesia, the Socialist Republic of Viet Nam, Thailand and other countries. Policies may also be in the form of general broad declarations by the government which include a statement of the objectives and goals to be achieved by the programme.

The overall policies of many countries are closely related to literacy and adult education. For instance, a major policy of the new government of Afghanistan is to implement a massive literacy programme throughout the whole country in order 'to educate all the people and free them from exploitations, feudalism and superstition, increase their productivity, and promote creativity.' In Bangladesh, item 9 of their 19-point programme of development is directed to freeing the country from the curse

of illiteracy. In Laos the elimination of illiteracy is a main policy of the government as a means of defending the country and leading it along the path of socialism. In countries like Indonesia, India, the Philippines, Thailand and Viet Nam policies relating to literacy and adult education are featured prominently in either their constitutions or in their national development plans.

Policies have a profound effect on many aspects of the literacy and adult education programme. For example, the concept of literacy and adult education in a country is largely conditioned by the policies adopted by that country. Teaching the illiterate population only the three R's, or giving them the three R's plus a basic knowledge of agriculture, vocations, health and nutrition, citizenship, etc., largely depends on the policies adopted by the countries concerned. The policies adopted by a country also influence the approaches to be taken in carrying out the literacy programmes. Should the country adopt the selective, functional literacy approach or should it follow the 'mass programme' approach? Should the programme be entirely run by the government or by other voluntary bodies?

Components of Administration

Administration consists of the following components:

1. Functions	General Technical	Official perception Poeple's perception
2. Organization	Policy level Operational level Field level	Authority Communication Persons in and out of the organization
3. Process	Centralized vs. Decentralized Co-ordinated vs. Compartmentalized Autocratic vs. Democratic Ad hoc vs. Continuous Flexibility vs. Regidity Participatory vs. Bureaucratic	Decision-making process Problem solving process Human relations process

Functions of Administration

The ultimate goal of literacy and adult education is to provide equal opportunity for access to education by all sectors of the population, particularly the most deprived groups composed of the poor, the illiterate and the unemployed and under-employed youths and adults. These groups should be provided with the necessary literacy and vocational skills so that they can participate more effectively in, and benefit from, development activities.

Administration of literacy programmes

In order to achieve this goal, administration has to perform various functions which may be classified broadly into two groups: (1) the purely administrative functions; and (2) the technical administrative functions. These functions may be distinguished as follows:

(a) *Administrative functions*

(i) To create appropriate organizational structures for the effective implementation of the literacy and adult education programmes;

(ii) To reach as many people as possible (illiterate, weaker sectors of society, economically deprived groups, etc.) and provide them with the needed education and training;

(iii) To provide appropriate and necessary physical facilities for carrying out the literacy and adult education programmes;

(iv) To ensure effective participation and co-ordination of all government, non-government, voluntary organizations and other national and local agencies involved in the programme;

(v) To promote effective linkages between literacy and adult education programmes and developmental activities; and

(vi) To ensure a two-way communication between the literacy and adult education programme and the public.

(b) *Technical functions*

(i) To promote the development of appropriate curricula and materials and to ensure the utilization of these materials;

(ii) To motivate learners, teachers, and other personnel for the effective implementation of the literacy and adult education programmes;

(iii) To ensure effective monitoring and follow-up of the literacy and adult education programmes;

(iv) To ensure continuous training and upgrading of skills of the personnel involved in the literacy and adult education programmes; and

(v) To promote research.

Organizational and administrative structure

Effective administration is carried out through a formal organization which is characterized by specific job positions, functions allocation and delegation of authority. An effective organizational and administrative structure contributes immensely to the successful implementation of literacy and adult education. In recognition of this, all countries in the region have developed administrative and organizational structures appropriate to, and in keeping with the special characteristics of their literacy and adult education programmes. Three levels of organization in literacy and adult education are apparently common among the countries, namely:

a) Policy level organizations (sometimes called technical level or central organizations);

b) Operational level organizations (sometimes called managerial or intermediate level organizations); and

c) Field level organizations (sometimes called institutional or grass roots level organizations).

Policy level organizations are the administrative organizations which formulate the policy decisions on the basis of broad national goals and objectives as decided by the law-making body of the country or any high level policy-making body constituted by the government, like the National Economic Development Authority (NEDA) in the Philippines, which lays down the policies for economic and educational development of the country. When it comes to education, which includes literacy and adult education, the Ministries of Education also help in the formulation of policies.

It is now becoming a common practice at least in the Philippines that before any policy is formulated and laid down for implementation by all concerned, policy-making bodies invite heads of various agencies at the field and operational levels of discuss with them the problems and issues involved and ask for their advice, suggestions and recommendations. This practice actually involves those at the lower organizational levels to participate in planning and policy formulation.

Operational level organizations are those which operationalize the policies of the government and implement them in the form of plans of action and programmes. The Office of Non-Formal Education in the Philippines and the Directorate of Adult Education in India are examples of operational level organizations. These organizations are also called management or intermediate level organizations.

These organizations have a very important role to play. Aside from preparing plans, they provide technical and financial support to the local level organizations and develop training programmes for the personnel at the different levels with the assistance of the technical staff from the higher level organizations. They are also expected to provide overall leadership in the implementation of the programme.

Field level organizations are those organizations which implement programmes in the field where the real action takes place. They interpret the programmes to the general public, create awareness of existing programmes, and motivate the people to participate in, or take advantage of, the programmes. The different school divisions and districts, institutions like the schools, and adult/non-formal education centres are field level organizations. One important function of these organizations is to find out people's reactions towards the programme and provide feed-back to the higher level organizations.

While these three levels of organization clearly exist in the different countries of the region, what is not very clear is the delineation of functions or authority among them. Some organizations perform policy as well as operational level tasks. For example, in the Philippines the Office of Non-Formal Education performs both policy as well as operational level tasks. This is also true in Thailand. Sometimes operational level tasks are carried out at two levels as in the case of the Philippines. The Office of Non-Formal

Administration of literacy programmes

Education in the Ministry of Education and Culture and the Ministry's Regional Offices located in the 13 regions perform operational as well as other tasks. Also, the regional offices in the Philippines may perform field level tasks which are normally carried out by the division or provincial/city schools offices, the assistant schools superintendent and Non-Formal Education supervisors and the Non-Formal Education Centres, schools, and districts. This seems to be true also in the other countries. There is a need therefore to delineate clearly the responsibilities of each level of organization as a means of establishing a line of authority and communication between them, and also as a means of achieving better and closer co-ordination and community participation.

It is clear that all levels of organization have their own particular roles to play – the policy level organizations formulate broad policies, the operational level organizations translate the policies into programmes and projects and make the necessary provision for implementing them, and the field level organizations carry out the actual implementation of the programmes. However, considered to be most crucial is the study of administration at the field or local level because this level has to deal with two very important types of people, i.e. (1) community leaders and the public in general; and (2) the particular clientele themselves. Promoting favourable community relations and maximum resource mobilization are some of the most important functions of the local level administrations. They have to deal also with many local government organizations such as the local political units and leaders. The local administrators will have to get the full co-operation and participation of all these elements to ensure success of the literacy and adult education programme.

The most challenging job of administration is to motivate the potential clientele to join the literacy and adult education programme, and to make them willing and continuing participants in the programme. Administrators should have a full understanding of the needs and the psychology of their prospective clientele.

Administrative process

Administrative process as used in this monograph refers to the method used for operating or carrying out the literacy and adult education programme.

The administrative process is regarded by many as one of the most important aspects of administration. The degree of participation of the people, the community, and the various agencies in the programme itself is conditioned very much by the administrative process adopted by the countries concerned. Thus, it may be that in some countries the formulation of policies and plans for the literacy and adult education programmes may be highly centralized as in the case of the Socialist Republic of Viet Nam, although the delivery of programmes is shared with the lower levels. In other cases, both planning and administration may be very flexible, fully decentralized with the States having full autonomy to implement the programmes as in the case of India. Here the Central Government only gives advice. In between these two extremes one may find a situation where centralization is still in vogue. but serious attempts are being made to decentralize control and make the adminsitration of the programme more flexible and democratic as in the case of the Philippines and Thailand. In the Philippines while general control is still the prerogative of the Central Office of the Ministry of Education and Culture, the adminis-

tration of NFE programmes and projects is shared with and largely carried out by the regional offices of the 13 educational regions through their respective regional NFE supervisors. At the division level (every province or city) the administrative responsibility is carried out by the assistant schools division/city superintendents assigned to oversee the NFE programme, assisted by the division NFE/CAE supervisors. At the district or baranguy level the district supervisors and school principals administer and supervise the programme with the assistance of around 2,000 non-formal education district NFE coordinators.

Levels of organization existing in selected countries of the Asian region

Country	*Policy Level*	*Operational Level*	*Field Level*
1. Afghanistan	High Council for Literacy	Provincial and District Literacy Committees.	Local Committees for Literacy.
2. Bangladesh	President's Secretariat assisted by the Ministery of Education.	Additional Deputy Commissioner (Mass Literacy), District Educational and Thana Education Officers.	Union Councils, Literacy squads and the voluntary teachers.
3. India	National Board of Adult Education.	Ministry of Education or Directorate of Adult Education at the national level. State Directorate of Adult Education and State Resource Centres at the State Level.	Project officers, Supervisors and Instructors at the field level.
4. Laos	Policy prepared by a Central Committee assisted by the Department of Adult Education.	Provincial and district services translate the policies into programmes.	Canton Education Committees. School teachers and monks
5. Philippines	National Economic Development Authority (NEDA), National Board of Education and the Ministry of Education and culture, assisted, by the Office of Non-formal Education (NFE).	Office of NFE, Regional Development Councils, Regional NFE Supervisors in the 13 Regional Offices of the Ministry of Education and Culture.	Provincial Development Councils, Asst. Schools Division Superintendents for NFE, Division NFE Supervisors, Barangay Councils, local school officials, teacher and NFE coordinators.
6. Thailand	The Cabinet, National NFE Committee, and the Ministry of Education.	Department of NFE, and, the Provincial Lifelong Education Centres.	Volunteer teachers, facilitators, extension workers.
7. Viet Nam	Central Committee for Literacy and Complementary Education under the Ministry of Education.	City/Provincial Services of Education, City/Provincial Committees for Literacy and Complementary Education.	Village Boards for Literacy and Complementary Education, Village Boards of Education, Cadres in charge of complementary education in the villages.

The success of the literacy and adult education programme greatly depends on popular support and the wide participation of various agencies and organizations. The

involvement of many people at all levels is also imperative, if the programme is to achieve a high degree of success. In order to ensure the popular support of the people and the widest participation of the various agencies in the programme, there is a need for an effective process of administration and an efficient administrative set up.

The administrative process should consist of the following steps:

(a) Planning

(b) Organizing

(c) Communicating

(d) Influencing (controlling)

(e) Co-ordinating

(f) Evaluating

(a) *Planning:* Planning is the making of intelligent preparation for actions. An administrator has to make intelligent preparation for initiating administrative actions. Planning could be for short-term objectives covering one year or for long-term objectives covering five years or even longer. When preparing plans, the following steps should be follows:

(i) Determine objectives on the basis of need analysis and problem identification.

(ii) Analyze the present status of the programme.

(iii) Formulate specific action programmes.

(iv) Assess the resources available.

(v) Determine a course of action (plan) necessary to attain the objectives.

(vi) Implement the plan.

(vii) Monitor and evaluate the plan continuously.

(viii) Revise the plan to meet new situations, (collecting, analyzing and interpreting facts are very important elements in planning).

(b) *Organizing:* Planning is followed-up by creating or rearranging an organization for the implementation of the plan.

There should be a clear division of functions, responsibilities and authorities for implementing the plan. Similarly, the line of communication should be made clear. Sometimes regular formal organization alone would not be sufficient, and a special committee or team of consultants may be required for the programme.

The organization suited for the literacy and adult education programme should have the following characteristics:

- Decentralization of authority to the maximum extent;
- Flattening of the hierarchical structure;
- Involvement of all concerned in the decision making process;

- Utilization of professional and local talents; and
- Free flow of information downward, upward and horizontally.

(c) *Communicating:* Communication is the lifeline of administration. The literacy and adult education administrators should avoid typical defects of traditional administrators such as remaining isolated, creating long lines of communication from the clientele groups, being unwilling to discuss, and not liking to hear criticisms. Since the literacy programme has to be relevant to the needs and problems of the clientele groups, the administrators should establish communication channels with the clientele groups to understand their needs, problems and value system regularly.

The importance of three-way communication has already been referred to. The downward communication should always try to give the rationale for the programme; upward communication should be encouraged, establishing well understood channels; and horizontal communication should be a regular feature.

All the literacy and adult education administrators should understand the elements of the communication system i.e. communicator – message – channel – and communicatee's response.

(d) *Influencing:* Influencing is advisedly used in place of controlling. In administration, controlling means making the subordinates do what the head of the organization expects them to do, using his leadership status and authority. In literacy and adult education, the use of authority in the traditional sense does not help much, and so the administrators should use their discussion and dialogue skills in influencing the behaviours of the workers and the clienteles to bring about behavioural changes. The administrators should be able to influence the literacy and adult education personnel, instructors and clienteles in the following activities:

- establishing goals of the programme which have an appeal to all concerned,
- capitalizing upon the experiences, personalities and skills of all concerned,
- assuring that satisfactory personal experience results from association with the programme,
- providing information to all concerned who can use it,
- developing loyalty towards and identification with the programme,
- giving helpful suggestions and advice,
- promoting the professional growth and development of the staff through in-service training programmes,
- exercising authority judiciously.

(e) *Co-ordinating:* Co-ordinating is the process of unifying the contributions of people, materials and other resources towards the achievement of a recognized purpose.

Co-ordination depends upon acceptance of common goals, acting on the basis of a decision agreed upon by all concerned, and willingness to contribute in achieving the goals.

Co-operation is the expression of willingness to contribute towards common goals, and is voluntary, whereas co-ordination has an element of obligation to work together. There are three elements in co-ordination:

- a plan of behaviour should be developed for all members of the group;
- the total plan or at least those portions of it which are relevant should be understood by each person involved;
- a willingness on the part of each person to function according to the plan should be fostered.

Rules, regulations and orders on their own are not sufficient in achieving co-ordination; the concerned agencies and people should work together from planning stage to the evaluation state.

In literacy and adult education, different government agencies such as those for agriculture, health, family planning, co-operatives and industry, are engaged in adult education of one type or another, but it is a common problem in all countries in the region that those agencies do not co-ordinate their activities. The problem of co-ordination is more complex when co-ordination is sought between government and non-government agencies.

The study conducted by the Government of the Philippines and the Unesco Regional Office for Education in Asia and the Pacific, Bangkok has revealed that joint problem identification, planning, implementation, and evaluation of the literacy and adult education programme help to achieve co-ordination.[13]

(f) *Evaluating:* Evaluation is a very important aspect of the administrative process. Evaluation has a special significance for literacy and adult education. Most of the economic planning authorities and educationists themselves have to be convinced that a literacy and adult education programme could be an effective means for economic development and social change, and that it is more cost effective than the formal education system. Administrators have a responsibility to prove the claims they make about the programme. For this purpose, there should be continuous evaluation of the programme from the point of view of effectiveness as well as efficiency by the administrators themselves. There are four steps in evaluation:

- the selection and definition of the particular phase of the total activity which is to be evaluated;
- the development and acceptance of criteria and basic assumptions on which interpretation and judgement will be based;
- the collection of data pertaining to the criteria;
- the analysis and interpretation of the data, and arriving at conclusions.

Grotelueschen, Gooler & Knox have presented the following model for evaluation of adult education.

VII Preparation and transmission of information

VI Evaluation and interpretation of results

V Data collection

IV Evaluation design

III Issue identification

II Audience identification

I Programme description

Various approaches could be employed for evaluation such as surveys, co-operative studies, action research, testing programmes, statistical studies and opinion poll.

Decision-making in administration

Decision-making can be defined as the selection or deliberate choice of one behaviour alternative from among two or more possible alternatives. It is the act of determining in one's own mind the right opinion or course of action to be taken.

The main purpose of a decision is to bring about the best or the most desirable results. Intuition, facts, experience and authority are among the most common bases used in arriving at a decision. Usually all these are employed in decision-making, but some are used more intensively than others depending on the nature of the problem and the individual carrying out the decision-making function.

In literacy and adult education, there are three levels of decisions to be made:

(a) Decisions about the overall objectives of the programme – whether it should be mainly teaching the 3 Rs or whether it should be broadly functional for improving the quality of life, or whether the programme should be selective or massive. Such decisions have to be made by the highest authority of the government.

(b) Decisions about the specific objectives, content and duration of the programmes and the strategies for implementation, to be decided by the people who belong to the second level of authority.

(c) Decisions about the qualifications of the teachers, criteria for opening learning centres, text book preparation and distribution, etc., to be decided by those who are at the third level of authority.

Decisions made by one person or by a few persons, without consultation with all those who are concerned, are called authoritarian or autocratic decisions while those made after sufficient consultation are called democratic decisions.

There are organizations where one person or only a few persons are entitled to make decisions. This is usually the case in the military becuase of security reasons. In literacy and adult education, however, decisions should be made involving all those who are concerned – supervisors, instructors, and learners – because literacy and adult education is a need-meeting and problem solving programme, and the learners themselves are the best judge of their own needs, problems and interests. Decisions, therefore, have to be,

as much as possible, participatory and decentralized to improve the quality of the decisions, and to make decisions readily acceptable to the workers and learners.

The panel on administration at the Ho Chi Minh City Literacy Workshop identified the following steps in the decision-making process in administration:

(a) Comprehend fully the goals and purposes to be served by the decision;

(b) Assemble all possible facts, opinions, and ideas pertinent to the problem to be solved;

(c) Analyse and interpret the data collected in the light of sound judgement;

(d) Formulate alternatives on the basis of the analysis and interpretations made;

(e) Evaluate each alterantive in the light of its possible effectiveness in achieving the goals or purposes;

(f) Select the alternative which offers the greatest promise and implement the decision based on it; and

(g) Institute follow-up action and, based on the results, modify the decision if necessary.

Issues in the staffing for literacy and adult education programmes

The present discussion is focused on teaching personnel, as the monographs dealing with curriculum and instructional materials development deal with the personnel who have to carry out these all-important tasks.

At the every outset, a distinction has to be drawn between mass coverage programmes, which are generally concerned with the acquisition of literacy skills *per se* within a short period of time, and programmes with a limited coverage of clientele but a broad coverage of content as in the generality of functional literacy and adult education programmes. It should be recognized that the outstanding feature of a mass programme of literacy *per se* is that it provides a foundation on which a variety of programmes could be mounted using the acquired literacy as a medium. Be that as it may, there is no doubt that a mass coverage programme requires a mass mobilization of instructors, and in countries which have implemented such programmes almost every literate person in the community has been engaged as a volunteer teacher. Laubach's slogan of "each one teach one" has been transformed into "each one teach ten" in the context of some countries. A high degree of success has been claimed for mass coverage programmes. In mass coverage programmes, instructional materials are crucial, and when they have been developed effectively with adequate field experimentation a large share of the success of the programme is owed to them. That a certain percentage, however low it be, fail to acquire literacy skills through a mass coverage programme is undeniable, and ideally their special difficulties should be identified, remedial programmes arranged, and the teaching should be carried out using those with adequate professional preparation for such teaching. Obviously, special recruitment and training of staff is needed for this purpose. A by-product of such programmes could well be the production of materials appropriate for

overly slow learners, and to the extent that success in remediation is owned to the materials, the need for special teaching skills may be minimised.

It may be noted that an avenue unexplored for mass coverage programmes is the use of party cadres in societies with multiples political parties. The use of party cadres in countries with a one-party system is well documented. But in countries such as India, Bangladesh and Pakistan which have millions of illiterates and multi-party systems of elections to the legislative, it is quite conceivable that if the ability to read a newspaper paragraph is a condition for entitlement to a ballot paper, the cadres of the different political parties would spare no pains in seeing that illiteracy is eliminated during a short period of time. Illiterates themselves may regard entitlement to a ballot paper as a worthwhile incentive.

In sum, there is no denying the fact that no country with a large number of illiterates, running into millions, could ever afford to hire teaching personnel for mass coverage progarmmes, and that reliance has to be placed on a large corps of volunteers for the successful operation of programmes.

A country may, however, eschew the idea of a mass programme of literacy *per se* and opt right from the beginning for a functional literacy or other adult education programme with an inevitable reduction in the tempo of the programme because of the complexity of the instructional skills required on the part of teachers. Special recruitment of teachers becomes necessary, and the question of payment also arises on account of the duration of the programme. The experience of some pilot programmes is that whatever their success they cannot be replicated on a nation-wide scale as no funds are available to maintain the levels of payment to the teachers. Faced with this problem, a possible solution is to use the teachers of the formal system, making it a requirement of their conditions of service that a part of their duty hours should be devoted to literacy and adult education programmes. This idea is not new, having been recommended in Sri Lanka as for back as 1951, but not implemented as adult and literacy education was regarded as a low priority in the country.

Insofar as the training of literacy and adult education teachers for broad content coverage programmes goes, it is essential that the skills needed should be identified by teams of educational psychologists working with adult learners for a short period of time at the grass roots level. Sufficient insight into needed teaching skills can be acquired by this means, and from that point on it becomes a question of organizing programmes to develop these skills in prospective teachers.

In the preceding pages, an attempt has been made to present some thoughts about literacy and adult education administration. Whatever progress has been achieved in the study of educational administration so far has been concerned with the administration of a formal education system. The study of administration in literacy and adult education is still in the process of development.

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